



SHEFFIELD CITY COUNCIL

Executive Leader Report*

Report of: Laraine Manley – Executive Director Communities

Report to: Executive Leader

Date: 7 November 2014

Subject: Tender for a new contract for integrated personal care and support services for residents in Extra Care Housing schemes. Guildford Grange, The Meadows, Roman Ridge and White Willows

Author of Report: Joe Fowler

Key Decision: YES

Reason Key Decision: Expenditure over £500,000
Affects 2 or more wards

Summary: This report summarises:

- The requirement for Extra Care Housing in Sheffield and the benefit of the schemes to the people of Sheffield, both personally and in terms of reducing health & social care expenditure;
- The current provision of funded Extra Care Housing in Sheffield;
- The costs and occupancy of the schemes;
- Recommendations for re-tendering of the care and support elements of the existing Extra Care Housing Schemes.

Reasons for Recommendations:

The reasons for the recommendations are as follows:

- Sheffield's population is ageing and living longer.
- Extra Care Housing is a popular option and an important part of our strategy of helping people to stay independent for longer.
- The contracts for the four extra care schemes expire June 2015 and need re-tendering,
- The March 2014 Individual Cabinet Member Report "New Housing Related Support Subsidy Policy" phased out supporting people funding for long term support which will impact on the costs of the scheme to some residents if we do not look at a combined model of service delivery.
- The March 2014 Individual Cabinet Member Report "New Housing Related Support Subsidy Policy" proposed that an appropriate part of the Housing subsidy budget should transfer to the care purchasing budget to help off-set this financial impact on residents.

Recommendations:

It is recommended that the Leader :

1. Agrees that the Council commissions an integrated personal care and general support service in four extra care housing schemes (Guildford Grange, The Meadows, Roman Ridge and White Willows) via a full tender and procurement process.
2. Notes that £120,000 per annum will be transferred from the Housing support subsidy budget into the care purchasing budget to help fund the new integrated service
3. Authorises the Director of Commissioning, in consultation with the Director of Finance and the Interim Director of Legal and Governance, to negotiate, agree and complete the contracts for integrated personal care and support

Background Papers: **None**

Category of Report: **OPEN**

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by: Hayley Dolling
Legal Implications
YES Cleared by: Andrea Simpson
Equality of Opportunity Implications
YES Cleared by: Phil Reid
Tackling Health Inequalities Implications
NO
Human Rights Implications
NO
Environmental and Sustainability implications
NO
Economic Impact
NO
Community Safety Implications
NO
Human Resources Implications
NO
Property Implications
NO
Area(s) Affected
Relevant Cabinet Portfolio Lead
Mary Lea
Relevant Scrutiny Committee
Healthier communities and Adult social care
Is the item a matter which is reserved for approval by the City Council?
NO
Press Release
NO

Report to the Executive Leader

Tender for a new contract for integrated personal care and support services for residents in Extra Care Housing Schemes – Guildford Grange, The Meadows, Roman Ridge and White Willows

1.0 Summary

In March 2002 Cabinet approved the Council's strategy for its accommodation for older people. This approval included the adoption of a policy of minimising the number of residents who are admitted to residential care homes and who require long term care. A key priority was to establish a programme to deliver a range of extra care housing schemes and a retirement village in the city. Over time, this has resulted in the decommissioning of all Council residential care homes and the securing of alternative services, including the development of five extra care housing schemes.

In February 2007 Cabinet approved the "Older People's Housing Strategy". The delivery of the Extra Care Development programme was identified as a major strategic objective.

The strategic direction in adult social care for accommodation with care has not changed significantly since that time, people have told the Council that they want to remain as independent as possible and that finding supported accommodation with care which they can either rent or purchase is a valuable option and alternative to residential care

There are now five extra care housing schemes in Sheffield which receive Council funding, the four described in this report and an additional "Care village" at Brunswick Gardens that is grant funded and the subject of a separate review.

The Council funding is through two contracts at each scheme, one for personal and social care, one for housing related support..

The provision of housing related support, unlike personal and social care, is not a statutory obligation In March 2014 the Cabinet Member for Health, Care and Independent Living approved a new Housing Related Support Subsidy Policy which provided, with transitional arrangements, that no long term housing related support services would be subsidised.

- The Policy recognised that the removal of subsidies might lead to increased care costs for some people in some settings. To mitigate against this an appropriate proportion of the savings would be transferred from the housing subsidy budget into the care purchasing budget to ensure that the Council could meet eligible care needs as cost-effectively as possible.

The report addressed the impact of the Policy in Extra Care Housing and proposed a single flexible contract to deliver both care and support.

2.0 What does this mean for the people of Sheffield?

If the recommendations in this report are accepted

The four Council-funded extra care housing schemes will continue to be available for the people of Sheffield.

The care contract will include an element of support previously funded through the housing related support budget.

3.0 Outcome and Sustainability

Extra Care will continue to be a viable option and so continue to contribute to achieving:

The Council's Corporate Plan 'Standing up for Sheffield' – contributing to the outcome of Better Health and Wellbeing

The Sheffield Joint Health and Well Being Strategy – contributing to the focus on promoting independence, particularly for older people and people with long term conditions and helping people remain independent, safe and well.

There is evidence that they are achieving these outcomes:

- The Extra Care Schemes already available have first class facilities in good locations. People are linked into their local communities and the Extra Care Schemes are part of the community hub;
- The recent feedback from residents in all the schemes about the Housing support and personal care is overwhelmingly positive and that they feel like they are able to maintain their independence whilst keeping safe and well;
- There are waiting lists for each of the schemes and with an ageing population we anticipate that Extra Care Housing will remain a popular lifestyle choice for many older people. We also know from a housing market analysis in 2013 that a number of older people expressed an interest in moving to this type of accommodation in the next 5 years.

Based on this these four schemes should therefore continue to be sustainable over the five years of the proposed contract.

4.0 Main Body of the Report

4.1 Background.

Sheffield has four Extra Care Schemes at Guildford Grange, The Meadows, Roman Ridge & White Willows with care contracts now running until March 2015. These contracts have already been extended and Commercial Services advice is that they should not be extended further and a tender exercise should be undertaken.

In her March 2014 decision to approve the new Housing Related Support Subsidy Policy the Cabinet Member for Health, Care and Independent Living noted the intention to explore the potential for achieving best value through a tender for one single flexible contract to deliver care and support in extra care housing from July 2015.

The intention now is to tender for an integrated personal care and support contract to achieve better value for money for the people of Sheffield.

4.2 What is an Extra Care Housing Scheme?

There are certain fundamental elements of the design of the accommodation scheme, on-site care and support which are an essential feature of Extra Care Schemes and that make the schemes different to other forms of 'sheltered' or supported housing.

Residents live in their own self-contained dwelling with their own kitchen, bathroom and other features of an ordinary dwelling. Residents in the extra care development will be tenants or owners of their dwelling and have the same rights that they would have had in their previous home, including the right to deny entry to a care worker.

Extra Care Schemes must have a range of community and well-being facilities such as a café, craft & activity rooms, computer and exercise/gym facilities etc. The overarching aim of an extra care scheme is to promote independence and wellbeing; support people to continue to live at home in the community and prevent admission to hospital and long term residential care. An extra care scheme must therefore offer 24 hour care and support and such support must be available to all tenants/property owners if required in an emergency.

Sheffield City Council funds four Extra Care Housing Schemes as follows:

	Scheme	Location
1.	Guildford Grange	Norfolk Park
2.	The Meadows	Shirecliffe
3.	Roman Ridge	Wincobank

4.	White Willows	Jordanthorpe
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The Council procured registered providers of social housing (RPs) to develop these schemes. The RPs own and manage the schemes and undertake the landlord function. The Council funds the care and support element of the schemes. There are other extra care schemes in the city that have been developed and funded privately but this report only deals with the four specific Council funded schemes.

The personal care and housing related support elements of the schemes are currently contracted to different organisations

Scheme	Care & Support Provision	Housing related support
Guildford Grange	Comfort Call	Places for People
The Meadows	Carewatch	SYHA
Roman Ridge	Housing 21	Sanctuary
White Willows	Mears	SYHA

The housing related support in each case is currently provided by the landlord.

Brunswick Gardens:

There is a larger extra care “village” at Brunswick Gardens, which is currently funded separately under a Wellbeing Grant and has no prescribed end date. The future of this scheme is being considered by a separate project group and is not part of this report. .

4.3 Types of support in extra care housing schemes

Personal Care

Assessed Personal care support at eligible level is a statutory duty provided under contract by the Council, and is a variable cost.

Each person’s needs are assessed when they apply for a place in an Extra Care Housing Scheme. Some residents will require very little or no personal care when they enter the scheme, others will need more support. The nomination and letting arrangements (Appendix 5 to the Council’s Lettings Policy) are structured so that each scheme has a good mix of supported and non-supported residents.

Services are driven by an ethos of promoting independence and enabling people to become self-determining. Therefore care will be delivered flexibly to allow for changes in needs, including those whose needs decrease.

Because each residents assessed needs will differ, the schemes have a minimum contract and maximum contract usage that can fluctuate depending on these needs.

Scheme	Minimum Social Care Contract hours per week	Maximum Social Care Contract Hours per week	Location	No. of units in the scheme.
Guildford Grange	210	301	Norfolk Park	40
The Meadows	251	301	Shirecliffe	39
Roman Ridge	500	500	Wincobank	80
White Willows	210	399	Jordanthorpe	60

Availability of emergency care & support over the full 24 hour day is an essential feature of extra care. The minimum number of hours in these schemes has been calculated to ensure care staff are on duty at the scheme over the 24 hour day.

Planned care and emergency care and support is currently provided by a core group of staff during the 'waking day' (currently 7am to 10pm) and by one member of the care team who is on site providing a sleeping night service between 10pm and 7am. The maximum number of care hours can however be varied in line with demand and/or budgetary constrictions.

Although care is contracted to a provider by the Council, a resident can choose an alternative care provider if they wish. The reality is however that the care providers are of a very high standard and very few residents opt for alternative providers.

Personal care is funded from the care purchasing budget.

Housing related support (previously Supporting People)

This provides for welfare services that do not amount to personal or social care, for example services such as community alarms wardens and general support.

This cost is currently covered by the housing related support subsidy budget, which is now being phased out for long term services such as extra care housing in accordance with the policy approved in March 2014.

4.4 Feedback from current residents

Extra Care Service user questionnaires in the four Extra Care Schemes indicate extremely high levels of customer satisfaction, with overall satisfaction ratings close to 100%. In addition, as part of the development

of this report, residents in all four schemes were consulted for their views on current provision and their ideas for future provision. The results are shown as Appendix A.

Officers in the Care and Support Directorate have also been consulted on their views and are satisfied with the current service offer with Extra Care Housing.

4.5 Demand for places

The Housing Market analysis demonstrates a desire for Extra Care Housing and there is also a consistent 'waiting list' for people who have care and support needs who want to move into extra care schemes (see below)

Scheme	Care waiting list (March 2014)	Non Care waiting list (January 2014)
Guildford Grange	5	19
The Meadows	14	97*
Roman Ridge	10	45
White Willows	6	97*

*Joint waiting list

4.6 Funding Arrangements – Personal Care

The budget allocated for the personal care contracts in Guildford Grange, The Meadows, Roman Ridge and White Willows is contained within the care purchasing budget.

The current personal care contract values and actuals are shown below.

Scheme	Maximum Contract value 2014/15	Actual spend in 2013/14
Guildford Grange	£200,130	£199,083
The Meadows	£205,048	£200,813
Roman Ridge	£339,750	£340,071
White Willows	£329,794	£206,996
TOTAL	£ 1,074,722	£946,963

The contract values for schemes are calculated from the current hourly rate for day time (7am to 10 pm) care and support and for the sleeping night service (10pm to 7am). Each scheme's current rates are based on

the tendered for rates, plus any cost of living increase during the term of the contracts.

No cost of living increases have been applied to the contracts since 2010.

On this basis the total annual cost for personal care is approximately £950,000.

4.7 Funding Arrangements - Housing Related Support

This is a subsidy for housing related support and is currently paid to providers to subsidise a service to clients who are eligible under the Council's 2012 Subsidy Policy for Housing Support services (revoked with transitional arrangements by the Cabinet Member for Health, Care and Independent Living in March 2014). Eligibility for subsidy under that policy was linked to Housing Benefit eligibility which led to some inequities between those residents eligible for housing benefit and other residents in the same accommodation, with perhaps modest savings, who were not eligible for subsidy and so paid the cost of the service by a service charge payable to the landlord.

The housing related support budget for long term support will cease at the end of the 2014/15 financial year.

The current cost of the Housing related support subsidy is shown below

Scheme	Households Funded	Location	Estimated annual cost 2014/15
Guildford Grange	40	Norfolk Park	47,424
The Meadows	39	Shirecliffe	44,928
Roman Ridge	80	Wincobank	74,880
White Willows	60	Jordanthorpe	64,896
Total			232,128

On this basis the total annual housing support subsidy budget is currently approximately £232,000

4.8 Financial implications

The March 2014 report to the Cabinet Member for Health, Care and Independent Living recognised that the removal of the subsidy for long term housing support services could lead to increased costs for some residents. It therefore stated that if required in order to ensure the Council can continue to meet people's eligible care needs as cost effectively as possible an appropriate proportion of the savings would be transferred from the Housing related support budget into the care purchasing budget.

The Director of Commissioning has agreed that £120,000 from the £232,000 saving on the housing support subsidy budget is allocated to the tender, giving a combined personal care and support budget of **£1,070,000**.

Since the proposed tender is for a new 5 year contract in each of the four Extra Care Schemes this gives a total contract value of **£5,350,000**

The final agreed contract may be less than this amount given that this is a competitive tender.

4.9 Equal Opportunities Implications

Equal opportunities implications arising from this work were subject to a comprehensive Equality Impact Assessment which is included as Appendix B of this report.

4.10 Legal Implications

Under the National Health and Social Community Care Act 1990 the Council must carry out an assessment of the needs of anyone who appears to be eligible for community care services. The information acquired during the assessment must be used to determine whether an individual has an entitlement to the service and will inform the ways in which the Council can discharge obligations under the Act in respect of provision of the services, including whether to provide the identified services or make arrangements for services to be provided. Eligibility is assessed in accordance with the Council's Fair Access to Care Criteria. Decisions about service provision are taken in consultation with the service user.

Long term housing related support subsidy is not a statutory obligation.

Section 149 of the Equality Act 2010 imposes the public sector equality duty (PSED) on local authorities. The Council must, in the exercise of its functions, have due regard to the need to—

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The protected characteristics in the Act include age and disability and the functions to which the PSED applies include the power to subsidise housing-related support. In considering whether to re-tender for a combined personal care and support contract for the existing extra care housing schemes, the Executive Leader must take into account the effect

on people with such protected characteristics and where the impact is negative the proposals to mitigate those effects. These are set out in the Equalities Impact Assessment (EIA) attached to this report.

4.11 HR Implications

It is likely that TUPE will apply however this will be an issue for the Providers rather than the Council as none of the staff working on the care and support contracts in the extra care housing schemes are Council employees.

5.0 Alternative Options Considered

Ending Council funding for care and support in extra care housing schemes was not considered as an option, They are a cost effective option for the Council to meet its social care duty as they are proven to delay or prevent more expensive residential care.

There was only one alternative option explored.

5.1 Tender for Personal Care only

The existing schemes have different providers for the personal care and general support elements. It is only the personal care element that requires re-tendering and there was an option to restrict the re-tender to this aspect only.

The main disadvantage of this approach is that it did not take into account of the ceasing of the Housing Related Support subsidy. This opened the extra care schemes to potential financial risk for residents or a reduction in service once that funding ceased.

6.0 Reasons for Recommendations

- Sheffield's population is ageing and living longer.
- Extra Care Housing is a popular option and an important part of our strategy of helping people to stay independent for longer.
- The contracts for the four extra care schemes expire June 2015 and need re-tendering,
- The March 2014 Individual Cabinet Member Report "New Housing Related Support Subsidy Policy" phased out supporting people funding for long term support which will impact on the costs of the scheme to some residents if we do not look at a combined model of service delivery.
- The March 2014 Individual Cabinet Member Report "New Housing Related Support Subsidy Policy" proposed that an appropriate part of the

Housing subsidy budget should transfer to the care purchasing budget to help off-set this financial impact on residents.

7.0 Reasons for Exemption (if a Closed report)

N/A

8.0 Recommendations

It is recommended that the Leader :

8.1

Agrees that the Council commissions an integrated personal care and general support service in four extra care housing schemes (Guildford Grange, The Meadows, Roman Ridge and White Willows) via a full tender and procurement process.

8.2

Notes that £120,000 per annum will be transferred from the Housing support subsidy budget into the care purchasing budget to help fund the new integrated service

8.3

Authorises the Director of Commissioning, in consultation with the Director of Finance and the Interim Director of Legal and Governance, to negotiate, agree and complete the contracts for integrated personal care and support services and to take all other steps as (s)he deems appropriate to achieve the aims of this report.

Author : Steve Jakeman

Job Title: Commissioning Officer

Date 07/10//14

Appendix A – Consultation feedback

	I enjoy living in extra care and feel that the care and support helps me maintain my independence and supports me to do things for myself when I can.	The care and support I have is flexible and responsive to my needs,	Living in extra care helps me to keep control over my life and my care and support service reflects my choices, preferences and wishes.	Having access to emergency support at night is important to me.	Having support to join in community activities is important to me.	I get all the support I want/need to help me get involved with community activity
Strongly agree	31	28	26	42	28	26
Agree	24	26	25	13	21	20
Disagree		2	3	1	4	5
Strongly disagree	1		2		1	1

Appendix B – Equality Impact Assessment

Sheffield City Council
Equality Impact Assessment



[Guidance for completing this form is available on the intranet](#)

Help is also available by selecting the grey area and pressing the F1 key

Name of policy/project/decision: Extra Care Housing Scheme

Status of policy/project/decision: New

Name of person(s) writing EIA: Steve Jakeman

Date: 28th May 2014

Service: Communities Commissioning Team

Portfolio: Communities

What are the brief aims of the policy/project/decision? To re-tender for personal care/housing support services at the Roman Ridge, White Willows, Guildford Grange and The Meadows extra care housing schemes.

Are there any potential Council staffing implications, include workforce diversity? No. This Service will be commissioned from the independent sector in accordance with Standing Orders.

Under the [Public Sector Equality Duty](#), we have to pay due regard to: “Eliminate discrimination, harassment and victimisation, advance equality of opportunity and foster good relations.” [More information is available on the council website](#)

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
Age	Neutral	High	<p>This proposal will impact older people who are currently residents in the above schemes.</p> <p>Customer satisfaction levels are high in the schemes. The successful contractor(s) will be required to meet or exceed the current quality standards.</p> <p>The change of care provider should therefore have no discernible impact on the current residents.</p>
Disability	Neutral	High	<p>The current housing schemes are fully equipped for the needs of older people with disabilities. The same premises will be used for the new service. The fact that the provider may change should have no impact on the personal care or housing support a resident receives.</p>

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
Pregnancy/maternity			No disproportionate impacts are anticipated
Race	Neutral	Low	This proposal will affect BME people who use Extra care schemes. The procurement process will ensure race equality related issues are specifically addressed. For example, providers are required to ensure that services are culturally appropriate and that needs relating to race and to strive to match the ethnicity of their workforce to the ethnicity of their customers.
Religion/belief	Neutral	Low	This proposal will affect people with different religion/beliefs who use the extra care housing schemes. The procurement process will ensure faith equality related issues are specifically addressed.
Sex	Neutral	High	The majority of the staff working within the extra care support schemes are women. A change of provider may involve moving to a new employer.
Sexual orientation	Neutral	Low	This proposal will affect LGB people who use the extra care housing schemes. The procurement process will ensure sexual orientation equality related issues are specifically addressed.
Transgender	Neutral	Low	This proposal will affect trans people who use extra care housing schemes. . The procurement process will ensure equality issues for trans people are specifically addressed.
Financial inclusion, poverty, social justice, cohesion or carers	Positive	Medium	The new contracts are likely to represent better value for money for current residents and make places more attainable for future residents.
Voluntary, community & faith sector	Positive	Medium	The contract opportunity is open to all providers who have the required infrastructure and statutory registration. This will include organisations within the voluntary, community and faith sectors.
Other/additional:	-Select-	-Select-	
Other/additional:	-Select-	-Select-	

Overall summary of possible impact (to be used on EMT, I reports etc.):

This Tender is to contract providers for existing and well-established Extra care housing schemes. The service specification will be similar or enhanced when compared to the current service offer. Therefore the impact on current residents should be largely neutral with a seamless move to any new Providers.

If you have identified significant change, med or high negative outcomes or for example the impact is on specialist provision relating to the groups above, or there is cumulative impact you **must** complete the action plan.

Review date: **Q Tier Ref**

Reference number:

Entered on Qtier: -Select-

Action plan needed: YES

Approved (Lead Manager): Joanne Knight **Date:** 28/05/14

Approved (EIA Lead person for Portfolio): Phil Reid **Date:**

Does the proposal/ decision impact on or relate to specialist provision: yes

Risk rating: low

Action Plan

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
Age/Disability	<p>Current residents will be directly consulted during the development of the service specification for their views on the current quality of service they receive.</p> <p>Dates 4 separate visits w/c 30/6</p> <p>Service providers will also be seen individually w/c 23/06 to see how service has evolved since its introduction and what improvements have been made to care.</p> <p>A communications plan will be put into place in order that current residents are kept fully informed of any change of provider.</p> <p>Following appointment Providers will be monitored by the SCC contracts team against the requirements set out in the tender.</p>	<p>Pre –contract – Steve Jakeman/Sharon Honeycombe</p> <p>Transition Steve Jakeman/Sharon Honeycombe</p> <p>Post – Contract – Adult Social service Contract team.</p>
Sex	Any new provider will be required to re-engage the current workforce under TUPE guidelines.	

Approved (Lead Manager):

Date:

Approved (EIA Lead Officer for Portfolio): Date: